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## II. DEPARTMENT OF PHILANTHROPY, CHARITIES AND SOCIAL PROBLEMS

**Probation for Girls.**<sup>1</sup>—Much has been said and written during the past two or three years about probation, especially probation for men and boys who are in court for their first offense. Comparatively little has been heard of probation for girls, and it has even been said that probation does not succeed in the cases of young women, for the reason that the police do not usually arrest a girl until she has become so notorious as to be a subject for jail or reformatory. That, when a girl appears in court, it is for some offense more serious or persistent than those for which a majority of the boys are “run in,” my experience has led me to believe; but I believe, also, that probation is universally desirable, and is actually essential in communities where there is no reformatory for women, and where the county jail is the alternative. Such a community is the State of New Jersey.

A year ago an investigation was made in Union County to ascertain the number of women arrested during 1901–2. Several significant facts were brought out in the investigation. It was found, for instance, that of the 247 arrests 26 were under 20 years of age, 59 were under 25, and 88 were under 30. 368 of these were arrested for disorderly conduct or drunkenness, or both. 27 women were known as “rounders”—that is, they had been arrested two or more times during the year. Of these, 7 were under 25 at the time of their first arrest. One girl, who is now 24, was first arrested when she was 16 for drunkenness and disorderly conduct, and she has been sentenced five times during the last five years. She was arrested twice in 1901–2 and spent sixty days in jail. Another woman was arrested first when she was 20 years old; she is now 30, and has been sentenced for drunkenness and disorderly conduct eight times during five years.

One fact to which these cases point is the entire failure of the county jails to effect any permanent reformation in the character of the girls. With the almost universal lack of proper classification in jails, women hardened in vice and crime come into close contact with girls sent up for their first offense, and the effect of such association on the latter can only be debasing and corrupting.

Another fact to which these figures point is that a large number of those arrested are women under 30; in other words, women young enough to be strongly influenced for good if taken hold of in the right way *at the time of their first offense*. The seven “rounders,” who were under 25 when first arrested, would probably not be “rounders” to-day had there been a probation officer when they began to go wrong.

A third fact shown by the above statistics is that 183 out of 247 arrests were for drunkenness and disorderly conduct. It is just such cases as these that need probation, for an offense of this sort is the result of *weakness*, *bad environment*, *evil companions*, not necessarily of *depravity*; and it is *certainly* the probation officer, not the jail, that is most likely to see that this environment and these

<sup>1</sup> Contributed by Amy Wentworth Stone.

companions are changed. It is quite probable that what these girls have always needed and always lacked is the moral brace which contact with a strong, wise woman will give.

There are only two agencies by which these girls can be reached; one is the woman's reformatory, the other is the probation officer. It is of fundamental importance that the officer who is to handle the cases of girls should be a woman—a woman, furthermore, who, while maintaining her authority as probation officer, can at the same time win the love and confidence of the girls committed to her care. She should get into close personal touch with them in their homes, make them feel that they are her friends, and that their well-being and well-doing are matters of deep personal interest to her. A girl's discovery that the friend she cares for, cares also for her, and expects much of her, acts as a tremendous moral incentive. It is this personal friendship, built upon the firm foundation of authority given by the court, that may be made a powerful weapon in the hands of the probation officer.

A girl arrested for the first time should unquestionably be put upon probation rather than sent to jail. If she is re-arrested, and there is a state reformatory for women, it may seem best to send her there; but, where there is no reformatory, I should advocate repeated trials on probation before resorting to the county jail. Whatever she may have been before serving her term in the degrading surroundings of the jail, she will probably be incorrigible after her discharge. There is in New Jersey one woman, now over 60 years of age, who has served 67 terms in the county jail for drunkenness; this is a significant comment upon jails as agencies for reform.

If the women actually brought into court are in many cases pretty hard to handle, there is another class of girls among whom the probation officer may find a large field for work. While it is most desirable to get hold of a girl at the time of her first arrest, it is still better to gain influence over her when she first begins to go wrong and before the police courts know her at all. In other words, there is opportunity for a probation officer, through her expert knowledge of the handling of wayward girls, to do valuable preventive work. The police, as has been said, usually know of a girl long before she is arrested, which does not occur till she is more or less notorious. If such girls were regularly brought to the attention of the probation officer, she, with skill and experience, might settle the cases out of court, and for the thousandth time verify the old proverb about the ounce of prevention. At the present time the average probation officer is overburdened with court work without the addition of outside cases, and this is because the public will not support enough probation officers. This, in turn, is because public opinion is not yet sufficiently educated to perceive that, as was once said, it is regeneration from within, not reformation from without, that forms the sure foundation of character, and that for the work of regeneration a probation officer must have time and opportunity to go to the very root of the evils she is trying to conquer.

**Reformatory and Industrial Schools.**—The London *Times* comments quite fully upon the annual report of Mr. James G. Legge, His Majesty's Inspector of Re-

reformatory and Industrial Schools. These schools have a population of 29,135 boys and girls, besides the 3,423 children attending day industrial schools, and are, says the *Times*, "agencies for manufacturing decent citizens out of possible criminals." The reformatories provide for juveniles up to 16 years of age, who have been convicted of an offense punishable by imprisonment, while the industrial establishments are for children up to fourteen who are likely to be drawn into crime by their surroundings.

By the Act of 1899 preliminary imprisonment was abolished; in other words, juvenile offenders who go to reformatories do so without passing through prison. Truancy is decreasing, and this fact is attributed to the Education Act of 1900, which has raised the fine on parents from 5 shillings to 20 shillings, and has thus had the salutary effect of making them take more trouble to secure the regular attendance of their children at school.

The Inspector refers to the progress made in the matter of industrial education. Effort is being made to give the girls better training in needlework, and two arithmetic schemes have been prepared, by which instead of teaching purely commercial arithmetic, the boys shall be instructed in such mathematics as is essential for them in the workshop, and the girls in such as fit them to keep accurate and tidy household accounts:

Careful physical observations and measurements of children in reformatory and industrial schools, made both in 1901 and 1903, tend to show that, as compared with similar results in 1883, there has been no physical deterioration during that time. If anything, there has been improvement. Since the class from which these children come is, perhaps, the lowest in the social scale, this is an encouraging fact in reference to the slum population.

The report of 1903 of the inspector appointed to visit the reformatory and industrial schools of Ireland is a most exhaustive statement of the good work being done for delinquent children in that country. There are in Ireland 69 industrial schools and 6 reformatory schools. Of the latter, two are for Roman Catholic boys, with a total of 384 inmates; three are for Roman Catholic girls, with a total of 60 inmates; and one is for Protestant boys, with 117 inmates. There are thus 561 delinquent children.

The Youthful Offenders' Act of 1901 provides that no child under 12 years, not previously convicted, can be sent to a reformatory; a wise provision, and one in line with the probation work done in this country. The children committed are given a common school education, and industrial training is receiving constantly more and more attention. A beginning has been made in one reformatory to give the boys a practical knowledge of agriculture, based upon a course of elementary science as far as it bears on the work in which they may be engaged, and experimental plots within the school-grounds have been established for this purpose. In several of the boys' schools manual instruction is being given with most satisfactory results. An effort is made to require parents to pay toward the support of their children. During the year 1902 there was collected from parents for children in reformatory schools 443 and for children in industrial schools 878, making a total of 1321. The Inspector has adopted the plan of classifying the

schools in the order of their merit, and in this way the managers have been influenced to bring their school up to a good standard, that they may stand high on the classified list.

Of the 118 children committed to reformatories during 1902, 62 were between 14 and 16 years of age, 50 were between 12 and 14, 5 were between 10 and 12, and only one was under 10; 73, or nearly 62 per cent. of these children, were committed for larceny; the remainder were committed for one of twenty different offences, including assault, arson and vagrancy; 24 were sentenced for 3 years, 36 for 4 years, and 58 for 5 years.

Of the 153 children discharged during the year 58 went to service, 65 returned to friends, one died, and the remainder enlisted or went to sea. During the years 1899, 1900 and 1901 there were discharged 411 children. Of these, 372, or 90 per cent., are known to be doing well, and only 19, or between 4 and 5 per cent. have been re-convicted for crime—a record of which the reformatories may well be proud.

Children are committed to industrial schools for begging, keeping bad company and being found without a home, proper guardianship or visible means of support. 1,318 were admitted during 1902. 180 of these were under 6 years of age, and nearly all the rest were between 6 and 12. As in the case of the reformatory schools, the greater number of discharges were to service or to friends. Of the 3,528 discharged during 1899, 1900 and 1901, 3,179, or 90 per cent., are known to be doing well.

**The Work of the Board of Charities of the District of Columbia<sup>2</sup>** is unique in many respects, because of the unique character of the government of the District of Columbia.

The District of Columbia is a territory of about seventy-three square miles, and has a population of three hundred thousand people. The government unit is the entire District, there being no separate municipal government for the city of Washington. The work which the Board of Charities has to do is, in many respects, more of the character of the work performed by a Municipal Board than by a State Board; and yet, it differs, in some respects, from either. So far as governmental functions are concerned in the District of Columbia, the functions of City, County and State are all necessarily combined. This condition is entirely unique. The Board of Charities exercises supervision over all charitable agencies receiving support from the public treasury. The Board also has found it necessary to assume a good deal of executive work, because it seems impracticable that there should be separate executive and supervisory agencies in such a small community, the population of the entire District being only about three hundred thousand persons, or much less than the number found in many of the larger cities.

The Board was organized in 1900, and in its three annual reports has urged a more centralized control of the public charities. The subsidy system has been the predominant feature in the charitable work of the District of Columbia. The Board is opposed to this system and has urged modifications looking to the ultimate elimination of subsidies. It has succeeded in having the payments made

<sup>2</sup> Contributed by Geo. S. Wilson.

to the principal hospitals upon a contract basis, allowing so much per capita for indigent patients cared for, instead of the lump sum appropriations heretofore granted.

One result of the subsidy system has been the growth of private hospitals at the expense of the public hospital. The city hospital of Washington is a small institution connected with the almshouse, with a capacity of about one hundred and forty beds.

This is the only hospital to which the public officials can demand the admission of patients. As a result, the various large private hospitals aided by the Government devote themselves almost exclusively to the care and the treatment of acute cases, and the city hospital is wholly inadequate to supply the demand for the care of chronic and incurable cases. There is absolutely no proper provision for the care of patients suffering from tuberculosis. A site has been purchased for a city hospital and the Board of Charities earnestly urges upon Congress an appropriation to commence the work of construction. It was recommended that the first building erected should be for the care of persons suffering from tuberculosis. It is earnestly hoped that Congress will make sufficient appropriations from time to time to erect such buildings on the new site as will be necessary to meet the growing demands upon the institution. It is the desire of the Board that the hospital at the almshouse should be discontinued as a general city hospital, and the work there should be transferred to the city hospital to be erected on the new site.

The Board recommends the passage of a bill creating a Juvenile Court in the District of Columbia and providing for the commitment of children to the Reform Schools and to the Board of Children's Guardians. It is recommended in this connection that several subsidies now granted to private child-caring institutions be discontinued, and that public appropriations be made only to be spent through the authorized public agencies.

The Board has been active in the work of the deportation of the non-resident insane. The District of Columbia, being the seat of the National Government, attracts many cranks and demented persons from all parts of the country to the Capital to see the President or others of the high officers of the Federal Government. Such persons are arrested and confined at the Government Hospital for the Insane, at the cost of the District of Columbia. The number of such commitments is so great that the burden would become enormous if active measures were not taken with a view to sending to the places of their proper residence all such persons whose residence can be determined. During the past two years the Board has returned to their relatives, or the authorities in the places where the persons had a legal residence, more than 150 such persons.

**Jewish Charities in Chicago.**<sup>3</sup>—Chicago celebrated its one hundredth anniversary in the fall of 1903, but received its charter as a city only in the year 1837. The first Jewish settler appeared here in 1840. In 1844 there were about twenty Jewish families living in this city. The Jewish immigration began after 1848, and in the year 1851 the first society with charitable intents was formed under the

<sup>3</sup> Contributed by E. Rubovito, Superintendent United Hebrew Charities, Chicago, Ill.

name of "Hebrew Benevolent Society." Similar societies sprang up here and there, and of these, the United Hebrew Relief Association was formed in the year 1859, changing its title in the year 1888 to that of the United Hebrew Charities of Chicago.

With the great increase in the Jewish population, it was found necessary to establish a Hospital, a Home for the Aged and Infirm, an Orphan Home, and a Free Dispensary. The large influx of Russian refugees which marked the beginning of the last two decades of the 19th century created urgent need of special schooling for the children of Russian Jews, and a training school was established for them.

All of these institutions were, however, independent of each other and the usual wasteful methods of raising money for them separately by fairs, entertainments and private subscription prevailed. After considerable agitation, the members of the various societies got together four years ago, and formed the Associated Jewish Charities of Chicago, with the object of raising money solely by subscription for the maintenance of all of the Jewish institutions. The plan has worked very well. About \$150,000 is raised annually, which is apportioned according to the needs of each institution. Some of the institutions have endowment funds, but none have a sufficient endowment to be self-sustaining. The institutions which receive appropriations from the Associated Jewish Charities are as follows:

The United Hebrew Charities Relief Department, which makes loans without interest from \$10 to \$150 to applicants who have prospects of helping themselves and are likely to repay the loans in small installments. It acts as an employment agency, and cares for the poor and needy generally.

The United Hebrew Charities Hospital, called the Michael Reese Hospital, after its founder, one of the best hospitals in the city, has a children's ward in a separate building, equipped with all modern improvements; it also maintains an excellent training school for nurses, and a free dispensary.

The United Hebrew Charities Free Dispensary, on the West Side, which is one of the most efficient institutions in the country.

Chicago Home for Jewish Orphans, founded in 1893, has a fine fire-proof building, on beautiful grounds, with a capacity for 250 children. The present number in the Home is 175. The children attend public schools and are not uniformed. The establishment of this institution is due to the efforts of Jewish women.

The Home for Aged Jews, established in 1891; capacity 100 persons; present number of inmates 75. Buildings are modern and on fine grounds. This is a real home for the aged. Men and women of the Jewish community visit the old people constantly.

The Training School is known as the model school of Chicago. It includes manual training besides the usual public-school course. 550 children of the Jewish settlements are attending daily. On Saturday, religious instruction is given.

Home for Jewish Friendless and Working Girls, established 1901, in rented quarters. There are at present 80 children and 20 working girls in the Home. A site, 300 by 165 feet, in the best location in the city, has just been bought, and the heirs of the late B. Kuppenheimer will erect the necessary buildings, on the cottage plan.

The Ninth Ward Bureau of Personal Service was organized in 1897. This institution is doing great service to the Jewish community. The officers attend to Juvenile Court work, as probationers, furnish legal assistance in cases of wife abandonment and divorce proceedings, and look after delinquents in general.

The Maxwell Street Settlement is located in the Jewish settlement on the West Side, is keeping up a Kindergarten and is doing good "Settlement Work" in its sphere. The endeavor of those engaged in this work is stimulated to a high degree by its inspiring neighbor, the "Hull House."

The Chicago Lying-In Hospital is a non-sectarian institution and is only partly maintained from the funds of the Associated Jewish Charities. Doctors and nurses are sent to the houses of the needy, caring for the mothers and their babes, and teaching the ignorant sanitary and hygienic rules.

The Woman's Loan Association is the most successful among the many who are working on these lines. A borrower can obtain a loan from \$5.00 to \$25.00 without interest. He is required to furnish a guarantor, who need not be a real estate owner or a shopkeeper. It may be a man or a woman who is earning his or her living honestly and is known by the investigator to be of good character. The borrower is required to pay 5 per cent. weekly on the principal. This association is loaning out from \$3,000 to \$5,000 yearly and its losses do not amount to one-quarter of one per cent.

The Jewish Orphan Society was founded by the late Mrs. Eliza Frank, who in her will testated \$40,000.00 as a permanent fund, the interest to be used for the purpose of caring for and educating orphan children in private homes, or in their mothers' homes. This small society stands for a great ideal: it is to point toward the modern idea of educating orphan children without institutionalism. Although the fund has as yet not been increased since 1884, there is hope that in course of time others who hold to this principle of educating orphans will increase the means to afford more support to this noble work. There are 25 orphan children, mostly under the care of their mothers and especially appointed guardians. The mother in whose care her child is placed is not allowed to receive assistance from any other society. The guardian is charged with the duty to see to it that the necessary comfort of living is afforded the family.

The Cleveland Jewish Orphan Asylum, which has a national reputation as one of the best institutions of its kind, has 70 Chicago orphans among the 500 who are under its care, and receives a contribution from the Chicago Charity Fund.

The National Jewish Hospital for Consumptives, at Denver, Colo., which cares for quite a number of Chicago consumptives, also receives a contribution from the Associated Charities.

The following figures, taken from the last report, May, 1903, show the amounts



appropriated by the Associated Jewish Charities to the different institutions mentioned:

To United Hebrew Charities for Relief .....	\$40,000.00
To United Hebrew Charities for Hospital .....	35,000.00
To United Hebrew Charities for Dispensary.....	5,000.00
Home for Aged Jews.....	11,500.00
Chicago Home for Jewish Orphans .....	14,000.00
Jewish Training School of Chicago .....	14,250.00
Chicago Lying-in Hospital and Dispensary.....	3,000.00
Maxwell Street Settlement .....	2,000.00
Bureau of Personal Service .....	2,750.00
Cleveland Orphan Asylum .....	4,500.00
National Jewish Hospital for Consumptives, Denver, Colo....	3,000.00
Jewish Agriculturists' Aid Society of America .....	350.00
Council of Jewish Women .....	750.00
Womens' Loan Association .....	250.00
Home for Jewish Friendless .....	2,500.00

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138,850.00

Besides the charity institutions mentioned and supported by the Associated Jewish Charities, whose subscribers are mostly the so-called German-American Jews, there are quite a number of similar institutions maintained by the Russian Polish-Roumanian-American Jews.

The Old Peoples' Home, "Moshabh Zekenim," is a modern institution, kept strictly orthodox "Kosher," opened a year ago. There are now 40 inmates in the Home; its capacity is 75. The cost of maintenance is between ten to fifteen thousand dollars per annum.

"Gomle Chesed Shel Emeth," a society for the burial of the poor, consisting of three thousand members, each contributing 5 cents weekly. The society has a large burial ground at Waldheim, near the city.

"Chebhra Lachem Larebhim," a society furnishing "Victuals to the Hungry." The needy receive here, on Friday, victuals and candles for the Sabbath and tickets for bread for a whole week. The society also furnishes coal during the winter months. Total expense, \$2,000.00 yearly.

"Chebhra Malbish Arumim," clothing the naked. This society furnishes clothes and shoes to the poor school children, expending annually \$1,500.00.

"Hachnasath Orchin" Sheltering Home. This institution gives shelter and meals to every Jewish applicant, without any investigation, from one to three days. The society has its own building and expends \$2,500.00 annually.

There are several "Talmud Thora" Institutions, "Free Schools for the study of Hebrew," for children whose parents cannot afford to pay a tuition fee. It is remarkable to what degree these, our brethren, cling to the old Jewish principle. "The study of the Thora goes above anything." Over \$25,000.00 are spent

annually for this purpose. The Moses Montefiore Hebrew Free School alone costs \$10,000.00 to maintain every year.

There are a great many small institutions in this city, almost too numerous to mention, such as ladies' sewing societies, for the care of poor women in child-bed. It is safe to state that the Chicago Jews, numbering 150,000, spend annually for public charities \$350,000.00. The American Jewish Year Book estimates the Jewish inhabitants of the State of Illinois at 75,000, including Chicago. It has done this for the last three years, while the influx of Jews to the city for the past three years has been not less than 8,000 annually. About 2,000 new-comers and drifts from other cities apply for work and assistance at the office of the United Hebrew Charities of Chicago.

**Report of New York Association for Improving the Condition of the Poor.**—A full and interesting report is that just issued by the New York Association for Improving the Condition of the Poor, which has completed sixty years of relief work in New York City. The Association occupies offices in the United Charities Building, and operates there a large relief department. In the same building is an Application Bureau, maintained jointly by the Association and the Charity Organization Society. All applicants for aid go first to this Bureau, which acts as a sort of clearing house, sending the cases, according to their needs, to the various charitable agencies. To the Association are sent those persons who require emergent relief or such material aid as the payment of rent, purchase of clothing, a physician's care, etc. During the past year 13,481 such individuals were helped, at an expense of \$29,682.51, of which over \$15,000 was for food supplies and over \$3,000 each for coal and rent. The sewing bureau is a valuable part of the relief work. Poor women who require aid, and are unable to work out because of home duties, are supplied with plain sewing which they can do at home. The garments thus made are distributed to applicants or sent to other societies. A number of Ladies' Advisory Committees work in connection with the relief department, taking under their charge individual families who need protracted advice, help and encouragement. These ladies keep in constant touch with their families until the problems are solved, and the personal interest thus awakened is often the means of securing country board for a convalescent mother or a surgical operation for a sickly child.

Sea Breeze, the Fresh Air Home at West Coney Island, maintained by the Association during the summer, is a source of help, the great value of which can hardly be estimated. A large part of its value is due the fact that whole families come together for the outing—tired mothers, anæmic children and sickly babies. Two weeks of rest, fresh air and plenty of wholesome food, mean to these women renewed strength and courage for the coming winter, and the babies take a new lease of life. The staff of workers at Sea Breeze includes a superintendent, three trained nurses and a kindergartner, besides visiting physicians and volunteer workers. Under the nurses' direction, mothers' meetings are held to discuss the care, feeding, bathing and clothing of infants. In addition, patient and kindly individual instruction in hygiene is given to mothers by the nurses, who teach constantly the value of fresh air and cleanliness and the great necessity for feeding

infants with regularity. Many of the children are in a pitiable condition when they arrive at Sea Breeze, simply because of the ignorance of their mothers. The kindergartner oversees the children's play on the beach and in the large pavilion, and on rainy days entertains them indoors with games and marching and basket work. The Association also sends day excursions to Sea Breeze, of which 17,699 persons had the benefit last summer. The number remaining a week or more was 2,754, of whom 744 were women and 2,010 were children. Of the children 814 were five years and under, and 425 were babies under three years. Many persons are selected for the vacation by other societies or physicians; others come through personal application. Every application is investigated and the physical and financial conditions ascertained. Then from the thousands of appeals are selected those families who most urgently need the outing. A careful examination by a physician is made of each person in order to eliminate contagion. Parties remain at Sea Breeze from one to three weeks, according to the need of the individual cases. As the report truly says: "Better far the early prevention of illness or decline than the surest cure of that illness later. Better the timely prevention by the Fresh Air Department than the most skillful cure by the Relief Agency."

The Joint Committee on the care of Motherless Infants (under the auspices of this Association and the State Charities Aid Association) now receives from the city foundlings and abandoned infants that were formerly cared for on Randall's Island, and places them either for adoption or at board with foster-mothers. Under the old system, 99 per cent. died before reaching their second summer. Under the present system, the death rate is 11 per cent., or 2 per cent. lower than that for all children in New York City. This low death rate is attributed in large measure to the use of wet-nurses, and more convincing proof of the wisdom of the family plan of caring for infants could hardly be demanded.

The Association takes an active interest in the campaign for more municipal baths, and maintains, besides, at its own expense, one public bathing establishment, which was patronized during the year by 124,991 persons. A second is now under course of construction.

The following platform, formulated for the Association in 1843, is an excellent summary of the work now being accomplished: "The particular business and objects of the Association are the elevation of the physical and moral condition of the indigent, and, so far as is compatible with these objects, the relief of their necessities."